



# Closing the Gaps Closing the Gaps...

## Illinois Homeland Security Reflects

### Executive Summary

Illinois Homeland Security and attendant responsibilities are primarily owned and shared among Emergency Management, Fire, Law Enforcement, National Guard, Private Sector, and Public Health disciplines. Within the span of these disciplines, entities (including federal, county, local, volunteer, and inter-geographical boundaries) exist that build into the larger scheme and also participated in this session. These enterprises have engaged themselves in a series of pivotal initiatives to address principal roles of prevention / protection / preparedness, response and recovery. A

communal understanding of the actions / responses by each aforementioned discipline is essential to safeguarding the State and its stakeholders. Perceptions of what each enterprise contributes exist, but need to be validated to ensure that responsibilities,

accountability and ownership are appropriately and correctly administered. Also, from a theoretical framework, the expectations each discipline has regarding collecting, analyzing and sharing actionable / critical information and intelligence within the homeland security umbrella should be addressed.

The course of action taken to validate these contributions and functions was the GAP Analysis strategic development process. A workshop was convened on October 29-30, 2007 with these enterprises for this purpose. This practice entailed discussing, assessing and documenting the variation between business requirements

and actual actions / responses of the individual disciplines. The intent was to identify discipline responsibility breaches, either perceived or tangible, that exist about the enterprises during the facilitated discussions of problem solving exercises. Another objective was to identify how to share actionable

*"Terror is not a new weapon. Throughout history it has been used by those who could not prevail, either by persuasion or example. But inevitably they fail, either because men are not afraid to die for a life worth living, or because the terrorists themselves came to realize that free men cannot be frightened by threats and that aggression would meet its own response. And it is in that light of history that every nation today should know, be he friend or foe, that the United States has both the will and the weapons to join free men in standing up to their responsibilities."*

President John F. Kennedy  
Address to the United Nations  
September 25, 1961

information between the disciplines and with the Statewide Terrorism and Intelligence Center (ST&IC). The value-added product from this workshop is reinforced coordination of homeland security at the state/local level.

Primary sources representing each of these disciplines evaluated the roles/responsibilities of the other entities through a sequence of events using visually oriented text. The outcome could include breaches of answerability, redundancy of efforts, a misunderstanding of which discipline has the actual responsibility or no entity is performing the function. The “gaps” that exist between what is perceived and what is the actual responsibility, duplicate efforts or absence of actions can then be analyzed and addressed for future deployment actions and effects on information sharing.

The results from this type of practicum have a subsequent effect. The resulting discourse has a second outcome of reinforcing for participants the responsibilities, roles, functions, and tasks that each discipline owns under the roof of homeland security. Some participants may not have experienced actual involvement in an activated Statewide Emergency Operations Center (SEOC). As these disciplines and others convene at the SEOC roundtable, each is tasked with providing resources and contributions specific to their agency’s functionality. This workshop environment is a good forum for understanding individual agency responsibilities and the opportunity for networking with the respective participants regarding resources.

Generally, after review of the data collected, delineated responsibilities and tasks of the disciplines were accurately perceived when compared with tangible functionality. Some paradigms existed among entities regarding specific roles of an agency that may have been attributed to another agency. Examination and interpretation of the response results conveyed an overall understanding by outside disciplines when assessing responsibilities of a specific discipline. The “gap” measures existed when identifying precise, detailed intra-governmental responsibilities. Disciplines were not always comprehensive in their

perspectives regarding explicit responsibilities but did provide by and large general assessments of respective functions. Also, some disciplines requested further insight into responsibilities of their sister agencies. A clearer understanding of current conditions, strategic direction and policy solutions for information sharing were some topics addressed through this workshop. Results are detailed in the Findings, Analyses and Conclusions section.

Outside agency evaluation and group introspection provide insight about the apparent and actual responsibilities of the disciplines. It is pragmatic to conduct a valuation of assets and resources to determine those under-utilized, not utilized or if duplicate efforts are occurring in the operating environment. After findings are identified and recommendations submitted, a review of the material should occur by state homeland security officials. A goal of this initiative is to provide a protocol for future consideration by Illinois’ Homeland Security that addresses how agency assets and resources can best be utilized during prevention/preparedness/protection, response and recovery activities based on respective responsibilities.

*The following are excerpts from the Findings, Analyses and Conclusions section of the document that discussed areas that could be construed as gaps and warrant further discussion and resolution among the disciplines. During the group discussion sessions some disciplines were not aware of these responsibilities by others or the actions needed clarification or responsibilities were not attributed to the answerable discipline.*

■ **IEMA perceived responsibilities:**

- For clarification, the American Red Cross (ARC) within the IEOP is deemed a State agency and operates under the Illinois Disaster Management System (IDMS). However, ARC maintains administrative, financial and operational control over its activities and direction over its own personnel. IEOP will not supersede ARC response and relief activities nor shall it require ARC to perform any services contrary to its policies or procedures. Also, ARC can act under its own authority and will not be dependent upon a gubernatorial proclamation.
- A Gubernatorial Proclamation of a disaster is declared by the Governor upon recommendations from IEMA but implementation of portions of the IEOP and execution of initial actions could occur prior to proclamation.
- It is the IDPH that coordinates the request, breakdown and distribution of the SNS for the State of Illinois.
- Regarding mortuary services, IDPH conducts mortuary planning and determines the location of casualty collection points in the affected areas and assists IEMA DI with the development plans to move casualties out of the area.
- Also, under certain circumstances, it is the responsibility of the Illinois Commerce Commission to address issues with utility companies to facilitate communications concerning repairs and restoration of service to critical facilities and other customers.
- There was concern about communications/interoperability issues particularly when communication is transferred from a LE local level to IEMA. Officials may want to review this concern for functionality.
- Some disciplines tasked IEMA with credentialing first responders for site security while others tasked LE with the responsibility. This point needs clarification so responsibilities are attributed to the correct entity.

■ **Fire Service perceived responsibilities:**

- It should be noted that there exists the fire service response at the local government level and also state responsibilities through the OSFM. During the facilitated discussions, the role OSFM fills as liaison between local fire departments and IEMA was not discussed.

- Assessment of structures was another function that disciplines ascribed to Fire Service. OSFM also provides ACT-20 trained and certified inspectors for conducting post-earthquake safety inspections of buildings.
- Some disciplines attributed traffic re-establishment/prioritization to Fire Service. This role is primarily a LE function, both at the state and local level, but fire does provide personnel to assist when necessary.
- Dosimetry capability was another function attributed to the Fire Service though it was not listed by them as a responsibility. It is usually the hazardous material experts within Fire Service that have the dosimetry capabilities.

## **IDMA/ING perceived responsibilities:**

- IDMA and its responsibilities were not a topic discussed by the disciplines during the facilitated sessions. The role of IDMA should be defined for resource and response purposes.
- It should be noted that ING assets become available to IEMA for response missions as required only after the Governor has ordered the ING to active duty. During facilitated discussions, this action was not stated but may have been considered a “known prerequisite” prior to ING deployment.
- At least one discipline stated they had limited knowledge of assets (to include the Civil Response Team) held by the ING and their response time to disasters.
- Also, from a prevention, protection and preparedness standpoint, ING stated a role in development and incorporation of new technologies and capabilities that other disciplines did not consider in their perceived responsibilities of ING.

## **LE perceived responsibilities:**

sufficient probability of a case or an outbreak to warrant further public health response”. (CDC website). This activity is an effort that should be recognized by the participating disciplines to strengthen homeland security response.

- It is important to also know if IDPH has an “all hazards” approach to disaster medical response efforts so participants are trained to respond to chemical, biological, radiological, nuclear or mass casualty/mass destruction attacks.

## **Private Sector perceived responsibilities:**

- Government cannot effectively protect infrastructure if it is not communicating directly with those that control the majority of it. Some of the disciplines recognized that government cannot do it all regarding deterrence and response. These were some of the underlying thoughts regarding addressing existing gaps between public safety and the private sector.
- The Private Sector discussions included the topics of mutual aid agreements, financial restitution and MOUs/waivers for liability/resources as joint functions with government. These topics

were not discussed by the other disciplines in their sessions.

## **Overall**

- The importance of knowing what all agencies are capable of providing during an incident was discussed. Some disciplines expressed a need for further clarification. This could be considered a “gap” of “where we are and where we want to be” from a homeland security preparedness outlook.